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Financing of the United Nations Mission of Observers in Tajikistan

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Report of the Secretary-General

Summary

The present report contains the financial performance report of the United Nations Mission of Observers in Tajikistan for the period from 1 July 1998 to 30 June 1999. The General Assembly, by its resolutions 52/229 B of 26 June 1998 and 53/19 of 2 November 1998, appropriated an amount totalling $20 million gross ($18,716,000 net) for the same period.

Expenditures for the period totalled $16,360,600 gross ($15,502,900 net), resulting in an unencumbered balance of $3,639,400 gross ($3,213,100 net).

The unencumbered balance resulted mainly from the low level of deployment of both military and civilian personnel owing to the security situation and the delayed establishment of the Joint Security Unit.

The action to be taken by the General Assembly in connection with the financing of the Mission is a decision on the treatment of the unencumbered balance of $3,639,400 gross ($3,213,100 net) for the period from 1 July 1998 to 30 June 1999.

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I. Introduction

1. The United Nations Mission of Observers in Tajikistan (UNMOT) was established by the Security Council in its resolution 968 (1994) of 16 December 1994 for a period of up to six months, subject to the proviso that it would continue beyond 6 February 1995 only if the parties agreed to extend the Agreement on a Temporary Ceasefire and the Cessation of Other Hostile Acts on the Tajik-Afghan Border and within the Country for the Duration of the Talks of 17 September 1994 (S/1994/1102, annex I) and that they remained committed to an effective ceasefire, to national reconciliation and to the promotion of democracy.

2. By its resolution 1138 (1997) of 14 November 1997, the Security Council (a) authorized the Secretary-General to expand the size of UNMOT; (b) decided that the mandate of UNMOT should be to use its best efforts to promote peace and national reconciliation and to assist in the implementation of the General Agreement on the Establishment of Peace and National Accord in Tajikistan (A/52/219-S/1997/510, annex I); and (c) noted the agreement of the parties to form a joint security unit to provide security, including armed escorts, for UNMOT personnel and transports mainly in the central part of the country, and called upon them to establish it without delay.

3. The Mission's mandate has been extended by the Security Council in subsequent resolutions, the most recent of which was resolution 1274 (1999) of 12 November 1999, in which the mandate was extended for a period of six months, until 15 May 2000.

4. The proposed budget for the operation of UNMOT for the period from 1 July 1998 to 30 June 1999, as set out in the report of the Secretary-General dated 13 March 1998 (A/52/772/Add.2), amounted to $22,282,100 gross ($20,998,100 net) and provided for the expansion of the Mission's mandate pursuant to Security Council resolution 1138 (1997). The budget included provision for 120 military observers, 2 civilian police, 68 international staff and 143 locally recruited staff. Provision was also included for requirements for the establishment of the Joint Security Unit.

5. The General Assembly, by its resolution 52/229 B of 26 June 1998, provided the initial amount of $8,015,120 gross ($7,587,120 net) for the maintenance of UNMOT for the period from 1 July to 31 October 1998, including $415,120 for the support account for peacekeeping operations for the period from 1 July 1998 to 30 June 1999. This appropriation was based on the recommendation of the Advisory Committee on Administrative and Budgetary Questions in its report of 13 May 1998 (A/52/860/Add.8, paras. 8-10), pending the clarification of a number of unresolved issues that could affect the development of the Mission and its resource requirements.

6. The Controller, in his letter of 28 September 1998, sought the concurrence of the Advisory Committee to enter into commitments in an amount not exceeding $4,149,700 for the acquisition of 28 additional armoured vehicles and communications equipment, taking into account that requirements for military and civilian personnel costs would be lower than originally envisaged if the prevailing security situation remained unchanged. In his letter of 8 October 1998, the Chairman indicated that the Committee believed that there was no need for the additional commitment authority of $4,149,700 at the time, in view of the pattern of expenditures of UNMOT.

7. Subsequently, on the recommendation of the Advisory Committee in its report of 8 October 1998 (A/53/474), the General Assembly, by its resolution 53/19 of 2 November 1998, appropriated an additional amount of $11,984,880 gross ($11,128,880 net) for the period from 1 July 1998 to 30 June 1999.

II. Implementation of the budget

8. Information on the operation of UNMOT and on the situation on the ground during the period under review is contained in the reports of the Secretary-General to the Security Council dated 13 and 17 August 1998 (S/1998/754 and Add.1), 3 November 1998 (S/1998/1029), 8 February 1999 (S/1999/124) and 6 May 1999 (S/1999/514).

9. Following the murder of four UNMOT staff on 20 July 1998, the Mission immediately suspended its activities in the field and sent all teams back to base in Dushanbe. The replacement of military observers ending their tour of duty was suspended to reduce excess personnel in Dushanbe. The precarious security situation resulted in the reduction of military and civilian personnel beginning in August/September 1998, which contributed to the unutilized balance reported under military and civilian personnel.

10. Under other programmes, approximately 90 per cent of resources earmarked for the requirements of the Joint Security Unit remained unspent owing to the delay in its establishment and the deteriorating security situation in the mission area.

11. In his reports of 13 and 17 August 1998 (S/1998 754 and Add.1), the Secretary-General indicated the need for additional hard-skinned vehicles and better communications equipment in order to give UNMOT personnel at least passive protection in the mission area. In view of the security situation, unspent balances resulting from a reduced level of activity in the mission area were used to absorb the costs of these additional requirements. Savings were also offset in part from additional requirements for the upgrade of electronic data-processing systems to ensure year 2000 compliance, provision of security services for mission property, bank charges and losses on exchange, miscellaneous supplies and the mission's share of the financing of the United Nations Logistics Base at Brindisi, Italy.

III. Financial performance report for the period from 1 July 1998 to 30 June 1999

12. As indicated in table 1 below, from the appropriation of $20 million gross ($18,716,000 net) for the period from 1 July 1998 to 30 June 1999, expenditures amounted to $16,360,600 gross ($15,502,900 net), inclusive of $3,949,500 in unliquidated obligations. The resulting unspent balance of $3,639,400 gross ($3,213,100 net) represents, in gross terms, some 18 per cent of the appropriation. Annex I to the present report contains the financial performance information for the reporting period by budget line item. Supplementary information on significant variances is presented in annex II. Annex IV provides a chart showing apportionment and expenditure by main budget groups.

Table 1
Apportionment and expenditure
(Thousands of United States dollars)

Category of expenditure	*Apportionment*	*Expenditure*[a]	*Variance*
Military personnel	2 502.8	1 605.9	896.9
Civilian personnel	9 865.2	6 668.8	3 196.4
Operational requirements	4 758.7	6 552.0	(1 793.3)
Other programmes	1 174.2	194.6	979.6

Category of expenditure	*Apportionment*	*Expenditure*[a]	*Variance*
United Nations Logistics Base at Brindisi	–	66.5	(66.5)
Support account for peacekeeping operations	415.1	415.1	–
Staff assessment	1 284.0	857.7	426.3
Gross requirements	**20 000.0**	**16 360.6**	**3 639.4**
Income from staff assessment	(1 284.0)	(857.7)	(426.3)
Net requirements	**18 716.0**	**15 502.9**	**3 213.1**
Voluntary contributions in kind (budgeted)	–	–	–
Voluntary contributions in kind (non-budgeted)	–	–	–
Total resources	**20 000.0**	**16 360.6**	**3 639.4**

[a] Includes an amount of $3,949,500 in unliquidated obligations.

13. Information on the deployment of military and civilian personnel during the reporting period is given in table 2 and annex III.

Table 2
Authorized staffing, incumbency and vacancy rates for military and civilian personnel for the period from 1 July 1998 to 30 June 1999

Personnel category	*Authorized strength*	*Actual strength (average)*	*Vacancy rate (percentage)*
Military observers	120	36	70
Civilian police	2	2	–
International staff	68	50	27
Local staff	143	114	20

IV. Action to be taken by the General Assembly at its fifty-fourth session

14. The action to be taken by the General Assembly in connection with the financing of UNMOT is a decision on the treatment of the unencumbered balance of $3,639,400 gross ($3,213,100 net) for the period from 1 July 1998 to 30 June 1999.

Annex I

Financial performance report for the period from 1 July 1998 to 30 June 1999: summary statement

(Thousands of United States dollars)

Category of expenditure	*(1)* *Apportionment*[a]	*(2)* *Non-recurrent expenditures*	*(3)* *Total expenditures (inclusive of non-recurrent expenditures)*	*(4) = (1-3)* *Variance*
I. Military personnel				
1. Military observers	2 370.4	–	1 538.0	832.4
2. Military contingents	81.8	–	6.0	75.8
3. Other requirements pertaining to military personnel				
(a) Contingent-owned equipment	6.8	–	6.8	–
(b) Self-sustainment	–	–	–	–
(c) Death and disability compensation	43.8	–	55.1	(11.3)
Subtotal, line 3	**50.6**	**–**	**61.9**	**(11.3)**
Total, category I	**2 502.8**	**–**	**1 605.9**	**896.9**
II. Civilian personnel				
1. Civilian police	61.9	–	58.2	3.7
2. International and local staff	9 803.3	–	6 610.6	3 192.7
3. United Nations Volunteers	–	–	–	–
4. Government-provided personnel	–	–	–	–
5. Civilian electoral observers	–	–	–	–
Total, category II	**9 865.2**	**–**	**6 668.8**	**3 196.4**
III. Operational requirements				
1. Premises/accommodation	184.8	79.5	170.7	14.1
2. Infrastructure repairs	–	–	–	–
3. Transport operations	687.8	1 977.1	2 210.3	(1 522.5)
4. Air operations	2 534.9	–	2 443.0	91.9
5. Naval operations	–	–	–	–
6. Communications	1 044.1	386.1	874.3	169.8
7. Other equipment	79.9	337.7	441.7	(361.8)
8. Supplies and services	218.2	–	403.0	(184.8)
9. Air and surface freight				
(a) Transport of contingent-owned equipment	–	–	–	–
(b) Commercial freight and cartage	9.0	–	9.0	–
Subtotal, line 9	**9.0**	**–**	**9.0**	**–**
Total, category III	**4 758.7**	**2 780.4**	**6 552.0**	**(1 793.3)**

Category of expenditure	*(1)* *Apportionment*[a]	*(2)* *Non-recurrent expenditures*	*(3)* *Total expenditures (inclusive of non-recurrent expenditures)*	*(4) = (1-3)* *Variance*
IV. Other programmes				
1. Election-related supplies and services	–	–	–	–
2. Public information programmes	90.5	7.6	78.4	12.1
3. Training programmes	–	–	–	–
4. Mine-clearing programmes	–	–	–	–
5. Assistance for disarmament and demobilization	1 083.7	–	116.2	967.5
Total, category IV	**1 174.2**	**7.6**	**194.6**	**979.6**
V. United Nations Logistics Base at Brindisi	**–**	**–**	**66.5**	**(66.5)**
VI. Support account for peacekeeping operations	**415.1**	**–**	**415.1**	**–**
VII. Staff assessment	**1 284.0**	**–**	**857.7**	**426.3**
Gross requirements, categories I-VII	20 000.0	2 788.0	16 360.6	3 639.4
VIII. Income from staff assessment	**(1 284.0)**	**–**	**(857.7)**	**(426.3)**
Net requirements, categories I-VIII	18 716.0	2 788.0	15 502.9	3 213.1
IX. Voluntary contributions in kind (budgeted)	**–**	**–**	**–**	**–**
X. Voluntary contributions in kind (non-budgeted)	**–**	**–**	**–**	**–**
Total	**20 000.0**	**2 788.0**	**16 360.6**	**3 639.4**

[a] Based on appropriations provided by the General Assembly in its resolutions 52/229 B and 53/19.

Annex II

Supplementary information on significant variances

Military personnel

Military observers

Apportionment: $2,370,400; expenditure: $1,538,000; variance: $832,400

1. The unutilized balance of $832,400 under this heading resulted primarily from the average number of military observers (36) being lower than the budgeted estimate (120), owing to the deterioration in the security situation from the early part of the reporting period. Savings were also realized under travel costs due to the suspension of the replacement of personnel after their tours of duty and the actual average cost of one-way travel ($2,100) being lower than the estimate ($3,200).

Civilian personnel

International and local staff

Apportionment: $9,803,300; expenditure: $6,610,600; variance: $3,192,700

2. The unutilized balance of $3,192,700 under this heading was attributable to the average vacancy rate of 27 per cent for international staff and 20 per cent for local staff, against estimates that were based on full staffing at standard New York rates. The actual number of international and local staff averaged 50 and 114 respectively during the period in comparison with the authorized staffing of 68 international and 143 local posts.

3. Unspent resources under this heading were offset in part by additional requirements for other travel costs. The over-expenditure of $105,500 under this line item resulted from higher actual requirements for official travel for political consultations, security issues, administrative and logistical matters, finance and technical assistance, internal audit, training courses, the installation of the field assets control system and the implementation of new identification and electronic archiving systems. Unbudgeted expenditures were also incurred in connection with the investigation of the death of UNMOT personnel and the travel of staff to accompany their remains and attend funeral services.

Operational requirements

Apportionment: $4,758,700; expenditure: $6,552,000; variance: ($1,793,300)

Transport operations

Apportionment: $687,800; expenditure: $2,210,300; variance: ($1,522,500)

4. Additional requirements of $1,522,500 resulted primarily from the acquisition and related freight costs of 18 armoured scout vehicles, at a unit cost of $96,500 per vehicle, to provide passive protection to UNMOT personnel, as proposed by the Secretary-General in his reports to the Security Council dated 13 and 17 August 1998 (S/1998/754 and Add.1). The cost of these unbudgeted requirements was absorbed within the approved resources of UNMOT, in view of the response of the Advisory Committee on Administrative and Budgetary Questions to the Controller's request of 28 September 1998 that there was no

need for additional commitment authority based on the pattern of expenditures of the Mission at the time.

Air operations

Apportionment: $2,534,900; expenditure: $2,443,000; variance: $91,900

5. Unutilized balances realized under aviation fuel were attributable to: (a) the lower number of hours flown by two helicopters and one fixed-wing aircraft owing to the suspension of activities in the field due to the precarious security situation in the mission area; (b) lower actual average fuel usage (627 litres per hour) of helicopters than estimated (865 litres per hour); and (c) lower actual cost of fuel ($0.34 per litre) than budgeted ($0.55 per litre).

6. However, these unspent balances were offset in part by the higher actual hire/charter costs for one helicopter and the AN-26 fixed-wing aircraft in connection with changes in the contracts. Savings from the withdrawal of one MI-8 helicopter in November 1998 were offset by the higher actual charter cost for the MI-8MTV helicopter ($70,960 per month) than the estimate of $45,040 per month. In view of a change in contract effective in May 1998, the actual charter cost of one Antonov AN-26 aircraft was $69,700 per month, in comparison with the budgeted estimate of $49,500 per month.

Communications

Apportionment: $1,044,100; expenditure: $874,300; variance: $169,800

7. Unutilized resources of $719,800 under commercial communications were due to the suspension of activities in the field and the lower number of military and civilian personnel resulting from the security situation in the mission area. However, these savings were offset in part by unbudgeted requirements for communications equipment ($386,200) and additional requirements for spare parts and supplies ($163,800). Additional expenditures were due to the purchase of communications equipment in order to meet the security and operational requirements of the Mission as proposed by the Secretary-General (see S/1998/754 and Add.1). Expenditures for spare parts and supplies were higher than originally estimated owing to the higher maintenance requirements of existing equipment.

Other equipment

Apportionment: $79,900; expenditure: $441,700; variance: ($361,800)

8. Additional requirements of $361,800 under this heading were due to the unforeseen requirements to replace obsolete and damaged office furniture and equipment, to upgrade the electronic data-processing systems to ensure year 2000 compliance and to cover freight costs of generators transferred from the United Nations Logistics Base.

Supplies and services

Apportionment: $218,200; expenditure: $403,000; variance: ($184,800)

9. The over-expenditure of $184,800 under this heading resulted from the additional requirement for security services for the UNMOT containerized camp and the Dynamo stadium compared with the provision for security services at the team sites only. The over-expenditure was also attributable to higher actual requirements for bank and related charges and losses on currency exchange fluctuations and miscellaneous supplies.

Other programmes

Assistance for disarmament and demobilization

Apportionment: $1,083,700; expenditure: $116,200; variance: $967,500

10. The unutilized balance of $967,500 under this heading was attributable primarily to delays in the establishment of the Joint Security Unit and the subsequent deterioration in the security situation in the mission area. As indicated in report of the Secretary-General of 3 November 1998 (S/1998/1029, para. 7), the recorded expenditure reflects the purchase and transport of food and accommodation equipment and supplies for demobilized fighters in the assembly areas on a temporary basis until voluntary contributions became available.

United Nations Logistics Base at Brindisi

Apportionment: none; expenditure: $66,500; variance: ($66,500)

11. The expenditure of $66,500 represents the prorated share of UNMOT of the cost of maintaining the United Nations Logistics Base at Brindisi for the reporting period, based on General Assembly resolution 52/1 B of 26 June 1998.

Staff assessment

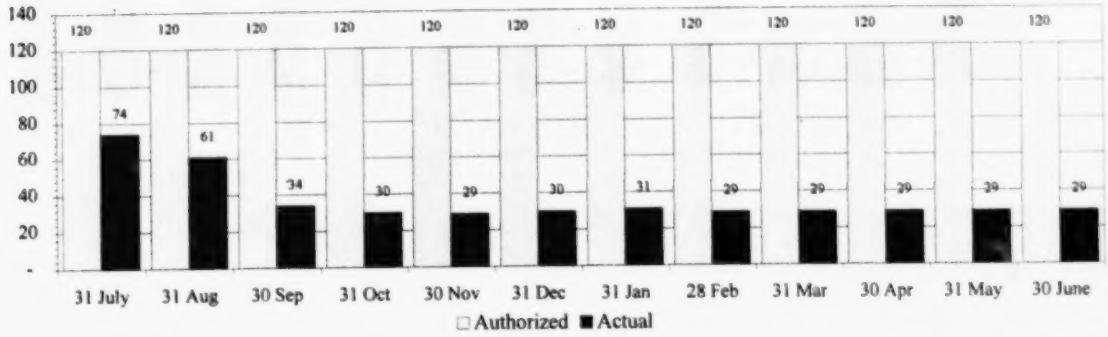
Apportionment: $1,284,000; expenditure: $857,700; variance: $426,300

12. The unutilized balance of $426,300 was due to the higher than anticipated vacancy rate, as stated in paragraph 2 above.

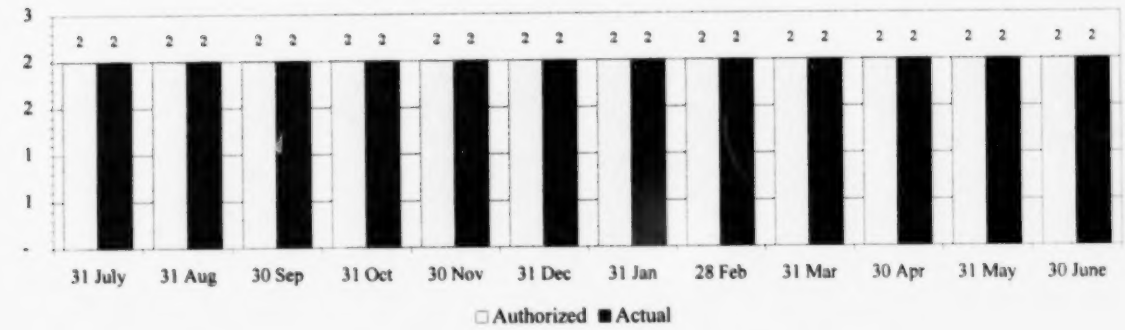
Annex III

Planned and actual deployment of military and civilian personnel for the period from 1 July 1998 to 30 June 1999

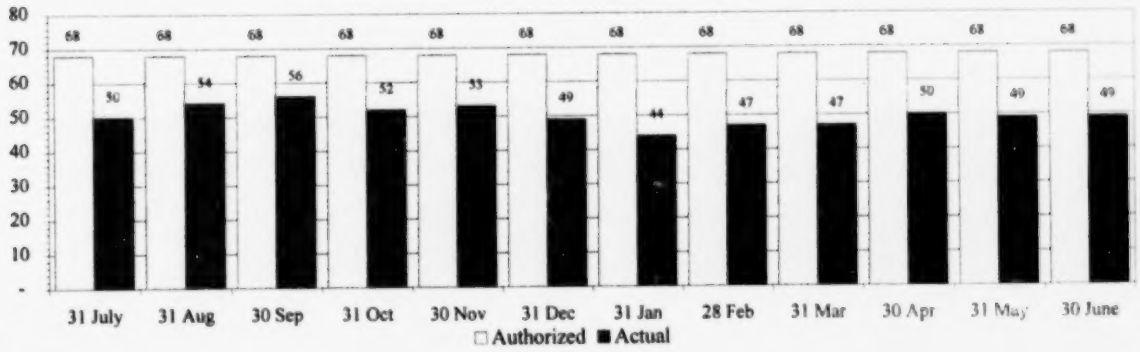
1. Military observers



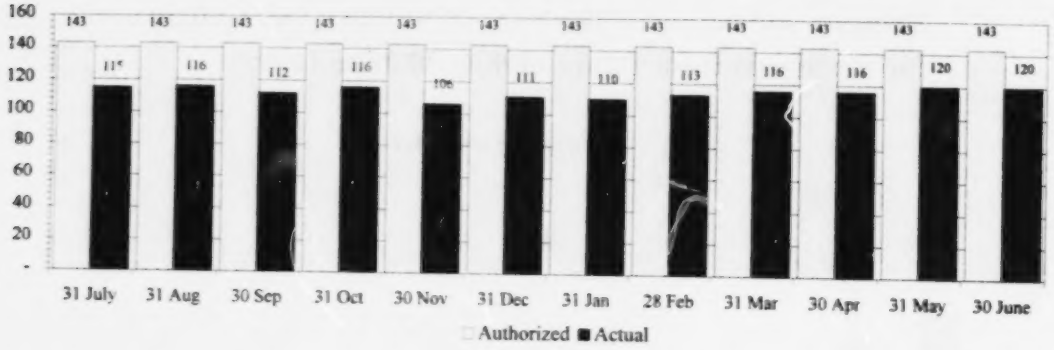
2. Civilian police



3. International staff



4. Local staff



Annex IV

Apportionment and expenditure for the period from 1 July 1998 to 30 June 1999